

Message Text

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ACTION SS-25

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TO SECSTATE WASHDC IMMEDIATE 9828
INFO USMISSION USBERLIN

C O N F I D E N T I A L SECTION 01 OF 03 BONN 12099

EXDIS

WH SIT ROOM PASS DOGOLOFF

HEW FOR NIDA/BUCHER

E.O. 11652: GDS
TAGS: OVIP (CARTER, JIMMY), GW
SUBJECT: PRESIDENTIAL VISIT TO THE FRG: NARCOTICS
BRIEFING PAPER

REF: (A) DOGOLOFF/GALLAGHER 6/19/78 TELECON
(B) BONN 10998

1. BACKGROUND. WEST GERMANY (THE FRG) IS THE HIGHEST
CONSUMER OF ILLEGAL NARCOTICS IN EUROPE; HEROIN AND
CANNABIS (HASHISH) ARE THE DRUGS OF CHOICE. HEROIN
OVERDOSE DEATHS IN THE FRG (INCLUDING BERLIN) ROSE
FROM 337 IN 1976 TO 387 LAST YEAR, OVER HALF OF EUROPE'S
TOTAL OVERDOSE DEATHS. POLICE-REGISTERED HEROIN
ADDICTS ROSE FROM 25,000 IN 1976 TO OVER 34,000 LAST
YEAR; ALMOST ALL UNOFFICIAL ESTIMATES PLACE THE NUMBER
ABOVE 50,000. MEN 18-25 YEARS OLD CONSTITUTE APPROXI-
MATELY 80 PERCENT OF THE HARD DRUG ABUSERS. THERE ARE
NO ACCURATE STATISTICS TO REFLECT WHETHER INCREASED
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DRUG ABUSE HAS LED TO RISING CRIME RATES, ALTHOUGH
SUCH STATISTICS ARE BEING PREPARED BY WEST GERMAN
POLICE AUTHORITIES.

MOST EUROPEAN NATIONS CONSUME SOUTHEAST ASIAN HEROIN.
GERMANY IS UNIQUE; FOR THE PAST TWO YEARS, 85 PERCENT
OF ITS HEROIN HAS BEEN OF MIDDLE EAST ORIGIN, FROM

OPIUM PRODUCED LARGELY FROM PAKISTAN, IRAN AND AFGHANISTAN SOURCES. TURKISH DEALERS, BASED IN THE TURKISH COMMUNITY IN THE FRG, CONSTITUTE THE LARGEST PERCENTAGE OF DRUG HANDLERS IN WEST GERMANY AND BERLIN. SEIZURES AND STREET PRICES CONTINUE TO INDICATE HIGH AVAILABILITY. GERMAN LAW ENFORCEMENT AGENCIES SEIZED 60.1 KILOS OF HEROIN IN 1977; BY THE END OF JUNE, 1978, THEY HAD SEIZED 105 KILOS. A GRAM OF HEROIN, 25 PERCENT PURE, SELLS FOR APPROXIMATELY \$200 PER GRAM IN WEST GERMANY AND AS LOW AS \$90.00 IN BERLIN. UN SOURCES CLAIM THAT AN ADDITIONAL 300 TONS OF MIDDLE EAST HEROIN FROM AFGHANISTAN AND PAKISTAN COULD BECOME AVAILABLE FOR THE EUROPEAN MARKET IN 8-12 MONTHS. WEST GERMANY WOULD MOST LIKELY BE THE MAJOR CONSUMER OF THIS INCREASE.

2. BERLIN. IN THIS CITY OF 2 MILLION, CONSERVATIVE ESTIMATES FOR HEROIN ADDICTS IS 5,000; SOME OFFICIALS CONCEDE THE FIGURE COULD BE AS HIGH AS 10,000. AVAILABILITY IS VERY HIGH AND STREET PRICES THE LOWEST IN EUROPE. IN 1977, THERE WERE 87 HEROIN OVERDOSE DEATHS, A HIGHER PER CAPITA RATIO THAN MOST MAJOR U.S. CITIES. THE RESERVED ALLIED RIGHTS AND RESPONSIBILITIES FOR SECURITY AS WELL AS THE ALLIED COMMITMENT TO THE SAFETY AND SECURITY OF THE CITY PLACES BERLIN'S DRUG ABUSE PROBLEM DIRECTLY UNDER THE RESPONSIBILITY OF THE U.S.,
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FRENCH AND BRITISH. SO FAR, THE UK AND FRANCE HAVE LET THE U.S. TAKE THE LEAD IN COMBATTING THE PROBLEM.

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3. THE ISSUE. WEST GERMANY'S HEROIN ABUSE HAS ALL THE POTENTIAL FOR BECOMING EPIDEMIC. YET THERE IS NO POLICY LEVEL COORDINATION OF THE DISPARATE RESPONSIBILITIES OF THE SEVERAL FRG MINISTRIES INVOLVED IN NARCOTICS - AND THERE APPEARS TO BE NO FRG POLICYMAKER FULLY AWARE OF THE DIMENSIONS OF THE PROBLEM. IN ADDITION, DEMAND REDUCTION (HEALTH CARE) PROGRAMS AND EPIDEMIOLOGICAL STUDIES APPEAR PARTICULARLY WEAK. SOME WORKING LEVEL EFFORTS IN LAW ENFORCEMENT AND FOREIGN AID HAVE BEEN MADE, BUT WITHOUT HIGH LEVEL AWARENESS AND CONCERTED, COMPREHENSIVE COUNTERMEASURES, A WAVE OF HEROIN ABUSE COULD HIT WEST GERMANY AND BERLIN WITHIN THE NEXT TWO YEARS. SUCH AN EPIDEMIC COULD EVENTUALLY AFFECT U.S. AND GERMAN MILITARY UNITS, AND, THROUGH THE DRUG'S HIGH AVAILABILITY, FIND ITS WAY INTO THE U.S.

THE SITUATION IN BERLIN IS PARTICULARLY ACUTE. THE UNIQUE POSITION OF THE CITY HAS CREATED THE PREMISE THAT MOST NARCOTICS COME VIA EAST BERLIN. IF THIS WERE THE CASE, THE FLOW COULD NOT BE STOPPED WITHOUT INTERDICTING EAST BERLIN - WEST BERLIN CROSSING POINTS, A PARTICULARLY DIFFICULT TASK IN VIEW OF THE ALLIED
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POSITION IN FAVOR OF FREE CIRCULATION THROUGHOUT BERLIN. BELIEF IN THIS PREMISE AMONG WEST GERMAN AND BERLIN OFFICIALS HAS LED THEM TO BLAME THE EAST FOR WEST BERLIN'S DRUG PROBLEM. BECAUSE OF A LACK OF SPECIFIC KNOWLEDGE ABOUT NARCOTICS SUPPLY ROUTES TO WEST BERLIN, IT CANNOT BE CONCLUDED THAT EAST BERLIN IS THE MAJOR ROUTE. AIR, LAND, WATER AND RAIL CONNECTIONS PROVIDE ACCESS AND DRUG ROUTES TO THE CITY FROM ALL OVER EUROPE. AN ATTEMPT IS NOW BEING MADE TO LEARN MORE ABOUT THE NARCOTICS ROUTES; THIS MAY RESULT IN MORE EFFECTIVE METHODS TO DEAL WITH THE PROBLEM.

4. FRG EFFORTS. THE MOST EFFECTIVE GERMAN RESPONSE TO THE GROWING DRUG ABUSE PROBLEM HAS BEEN IN LAW ENFORCEMENT. IN 1973, THE GERMAN FEDERAL POLICE (BKA-BUNDESKRIMINALAMT) ESTABLISHED THE PERMANENT WORKING GROUP ON NARCOTICS TO COORDINATE INTER-EUROPEAN SUPPLY

REDUCTION EFFORTS. REPRESENTATIVES FROM GERMANY'S WESTERN NEIGHBORS, OBSERVERS FROM OTHER WEST EUROPEAN NATIONS, PLUS OFFICERS FROM THE DEA AND U.S. MILITARY ENFORCEMENT AGENCIES IN THE FRG MAKE UP THE GROUP. MEETINGS ARE FREQUENT, COORDINATION CLOSE AND EFFECTIVE; THE GROUP'S ACTIONS WERE RESPONSIBLE FOR THE 1975-76 BREAK-UP OF MAJOR HEROIN ROUTES FROM THE NETHERLANDS TO WEST GERMANY.

THE FRG PROVIDES A POLICE TRAINING UNIT IN AFGHANISTAN. IN 1977, FOR THE THIRD CONSECUTIVE YEAR, GERMANY DONATED 500,000 DEUTSCHMARKS TO UNFDAC FOR POPPY SUPPRESSION PROGRAMS IN PAKISTAN. IN JUNE, 1978, WEST GERMANY'S DELEGATION TO THE PAKISTAN AID CONSORTIUM STRONGLY SUPPORTED U.S. ATTEMPTS REQUIRING PAKISTAN TO ASSURE DONOR NATIONS THAT AID FUNDS WOULD NOT

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FINANCE NARCOTIC CROPS. AT THE LAST UN COMMISSION ON NARCOTIC DRUGS MEETING IN GENEVA, THE FRG DELEGATE INTRODUCED A RESOLUTION EXPRESSING GERMAN CONCERN FOR THE GROWTH OF LICIT NARCOTIC CROPS AND SUPPORTED U.S. PARALLEL CONCERNS.

5. U.S-FRG COOPERATION. ON JUNE 9 OF THIS YEAR, AMBASSADOR STOESSEL AND STATE SECRETARY VAN WELL OF

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THE GERMAN FOREIGN MINISTRY SIGNED THE U.S.-FRG NARCOTICS CONTROL AGREEMENT. THIS PACT RECOGNIZES PAST COOPERATION AND FORMALIZES FUTURE EFFORTS BY ESTABLISHING A JOINT U.S.-FRG COORDINATING COMMITTEE PLUS SUBCOMMITTEES IN THE HEALTH, LAW ENFORCEMENT AND MILITARY FIELDS. PAST EFFORTS HAVE INCLUDED CLOSE DEA/FRG LAW ENFORCEMENT COOPERATION, MUTUAL SUPPORT AND COORDINATION IN UN NARCOTIC AGENCIES, AND MORE RECENTLY, SOME INFORMATION EXCHANGES IN THE HEALTH (DEMAND REDUCTION) FIELDS. IN BERLIN, DEA AND OTHER USG ELEMENTS, IN COORDINATION WITH THE BERLIN POLICE, ARE NOW IN THE MIDST OF A 90-DAY MAJOR OPERATION TO IDENTIFY TRAFFICKERS AND TRAFFICKING ROUTES.

6. TALKING POINTS.

--NOTE THE EXCELLENT COOPERATION BETWEEN U.S. AND GERMAN LAW ENFORCEMENT AGENCIES IN COMBATTING ILLICIT DRUG SUPPLIES, IN PARTICULAR THE CURRENT DEA/BERLIN POLICE EFFORT TO IDENTIFY TRAFFICKERS AND ROUTES TO THE CITY;

--EXPRESS OUR APPRECIATION FOR FRG SUPPORT OF THE U.S. POSITION IN THE PAKISTAN AID CONSORTIUM MEETING AND FOR U.S.-FRG COOPERATION IN UNFDAC;
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--STATE OUR CONVICTION THAT CONSUMER NATIONS, AS DONORS, MUST BE ASSURED THAT INTERNATIONAL FINANCIAL INSTITUTIONS AND BILATERAL AID FUNDS NOT BE USED TO INCREASE NARCOTIC CROPS IN THE RECIPIENT NATIONS;

--DESCRIBE OUR CONCERN TOWARD INCREASED MIDDLE EAST OPIUM SUPPLIES AND THE DANGER THESE POSE FOR WEST GERMANY AS A MAJOR CONSUMER;

--POINT OUT OUR CONCERN THAT, BASED ON U.S. EXPERIENCE AND OUR INFORMATION, WEST GERMANY MAY BE ON THE BRINK OF A HEROIN EPIDEMIC;

--OFFER U.S. ASSISTANCE, BASED ON OUR EXPERIENCE, ESPECIALLY IN DEMAND REDUCTION (HEALTH CARE) AND EPIDEMIOLOGY;

--EMPHASIZE THE U.S. COMMITMENT TO CONTINUING COOPERATION WITH THE FRG IN COMBATTING DRUG ABUSE AND OUR WILLINGNESS TO BROADEN U.S.-FRG MUTUAL EFFORTS.

STOESSEL

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